



**HEADQUARTERS AIR FORCE CENTER
FOR ENVIRONMENTAL EXCELLENCE**

PROJECT MANAGEMENT PLAN (PMP)

**FOR PRIVATIZATION OF
MILITARY FAMILY HOUSING**

Buckley AFB, Colorado

AFSPC

14 August 2001

Revised 27 Sep 2001

PMP

The Housing Privatization Project at Buckley AFB, Colorado, represents a concentrated effort by multiple organizations to provide complete and usable military housing units and common-use facilities within the guidelines of the Military Housing Privatization Initiative (MHPI). The successful accomplishment (quality housing, on time, within budget) of this endeavor requires a continuing cooperative effort among all participants. Each agency will focus their effort and influence to meet the objectives of selecting a developer who will design, finance, demolish, renovate, construct, operate, and maintain these housing community facilities. This management plan represents the operating procedures that outline the framework of cooperation needed to complete this project.

Base Project Manager,
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Base Civil Engineer,
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Buckley AFB, Colorado

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1.0 PURPOSE

The purpose of this Project Management Plan (PMP) is to document the process to which the signatories have agreed to obtain privatized housing at Buckley AFB, CO. This PMP intends to fulfill the MAJCOM's and the Base's housing needs through an acquisition process that is timely, equitable, and defensible and at a reasonable cost. The following details are provided in this PMP:

- Project goal;
- Organizational roles and responsibilities;
- Function of the Privatization Support Contractor (PSC);
- Project-specific procedures;
- Preliminary project schedule; and
- Points of contact.

This PMP implements actions requested as a result of Buckley's insert into the FY02 privatization program, and AFSPC/CEC's e-mail, dated 10 Jun 2001, initiating a request to AFCEE to obtain a privatization contractor for developing and executing the Buckley privatization project.

2.0 PROJECT GOAL

The housing privatization concept for Buckley AFB is presented in the installation Family Housing Master Plan (FHMP), dated December 2000. The Air Force plans to provide privatized housing for military members at Buckley AFB. The scope of this project includes construction of 332 privatized homes. New homes shall include 10 units on-base for key and essential personnel and 322 units located off-base on a site that is yet to be determined.

3.0 ORGANIZATIONAL ROLES AND RESPONSIBILITIES

Implementing a housing privatization project requires participation from a broad range of Department of Defense (DoD) and Air Force organizations at every level. The Deputy Under Secretary of Defense for Installations (DUSD(I)) approve all housing privatization projects executed under the authorities of the 1996 Defense Authorization Act. The following briefly describes the responsibilities of the total Air Force team involved in the conceptualization, evaluation, execution, and approval of the Base privatization project. It summarizes the roles of various organizations from the Office of the Secretary of the Air Force (SAF) to the installation.

3.1 OVERVIEW OF PARTICIPANTS

Exhibit 3.1, Overview of Participants, summarizes the roles and responsibilities of the participants in the housing privatization project.

Exhibit 3.1 Overview of Participants

| PARTICIPANT | ROLES AND RESPONSIBILITY |
|--|---|
| Department of Defense, Air Force Secretariat, and Air Staff | <ul style="list-style-type: none"> • Approve project • Sign lease • Provide funding/budget authority for project • Notify Congress as required and appropriate |
| Air Force Major Command (MAJCOM) | <ul style="list-style-type: none"> • Select developer • Obtain approvals • Participate as a member of the Project Development Team (PDT) and Acquisition Support Team (AST) |
| Installation | <ul style="list-style-type: none"> • Identify project requirements • Assist in project planning and development • Oversee privatized housing to ensure it meets requirements • Participate as a member of the PDT and AST; lead the Management Review Committee (MRC) |
| AFCEE | <ul style="list-style-type: none"> • Manage project execution • Lead the PDT and AST; support the MRC as requested • Provide contract support |
| Privatization Support Contractor (PSC) | <ul style="list-style-type: none"> • Support project development • Develop all aspects of the solicitation • Assess proposals and privatization deal • Ensure transaction closing details are addressed • Participate as a member of the PDT |
| Private Sector Development Community | <ul style="list-style-type: none"> • Bring private sector funding • Design, construct, maintain, and manage housing |

3.2 AIR FORCE SECRETARIAT

- Deputy Assistant Secretary for Manpower, Reserve Affairs, Installations & Environment (SAF/MI). Responsible for the overall privatization program in coordination with AF/ILE. Authorizes privatization projects using real property leases as a delivery method and approves final real property leases before award under the Military Housing Privatization Initiative (MHPI) as enacted in the 1996 Defense Authorization Act.
- Deputy Assistant Secretary for Financial Management and Comptroller (SAF/FM). Responsible for the review and approval of all areas of financial management policy for privatization, including budget, cost analysis, and financial policy and banking. Coordinates all privatization financial matters with OSD, OMB, and the Congress, including Defense Finance and Accounting Service (DFAS), which is responsible for accounting, debt management, disbursing, collecting, reporting and other required financial services for the Family Housing Improvement Fund (FHIF).
- Deputy Assistant Secretary for Legislative Liaison (SAF/LL). Responsible for coordinating privatization issues with the authorizing committees and subcommittees of the Congress. Submits reports and proposed legislation to appropriate congressional subcommittees and delivers all

required congressional notifications of privatization initiatives and arranges appropriate briefings and presentation to congressional staffers.

- General Counsel for Installations & Environment Deputy General Counsel (SAF/GCN). Reviews the legal aspects of proposed privatization projects and real estate agreements for legal adequacy. Helps prepare new legislation for congressional consideration, as required.

3.3 HEADQUARTERS, U.S. AIR FORCE (HQ USAF)

- Office of The Civil Engineer (AF/ILE).
 - Establishes overall policy and management procedures for all privatization initiatives.
 - Responsible for developing and validating annual military family housing programs and appropriate programming and budget submissions.
 - Reviews, prioritizes, and consolidates MAJCOM family housing programs.
 - Responsible for validating requirements for the Air Force Family Housing Plan (FHMP) and for incorporating it into appropriate programming and budget submissions.
 - Reviews and approves all housing privatization packages through an Air Force Executive Steering Group (ESG).
 - Directs Air Force Center for Environmental Excellence (AFCEE) housing privatization efforts.
- Air Force Center for Environmental Excellence (AFCEE). As a Field Operating Agency, serves as the center of expertise for housing privatization planning, policy, and process in the Office of The Civil Engineer. AFCEE has an Indefinite Delivery, Indefinite Quantity (IDIQ) contract in-place with five separate PSCs available. AFCEE has selected one of the PSCs for this project, based upon input from the MAJCOM. AFCEE's role is as follows:
 - Train base and SPC personnel in privatization delivery methods and procedures;
 - Responsible for researching, identifying, and developing new applications for future privatization;
 - Recommend and implements policy and serves as a customer service center for client MAJCOMs and bases;
 - Assist and support SPC and HQ USAF offices in determining appropriate legislative authority, developing innovative approaches for implementing existing statutes;
 - Provide consultation, technical guidance, and assistance regarding privatization projects; conceptual planning services identifying candidate privatization projects; full-service project delivery capability at the request of SPC; and overall management for Air Force housing privatization programs; and
 - Provide contracting support through 311 HSW/PKO located at Brooks AFB.
- Headquarters, Air Force Space Command (HQ AFSPC). As a key proponent, the MAJCOM plays a key role in all aspects of project development activities. The command is responsible for programming and budgeting funds for the project, oversight responsibilities, and project approval authorities.

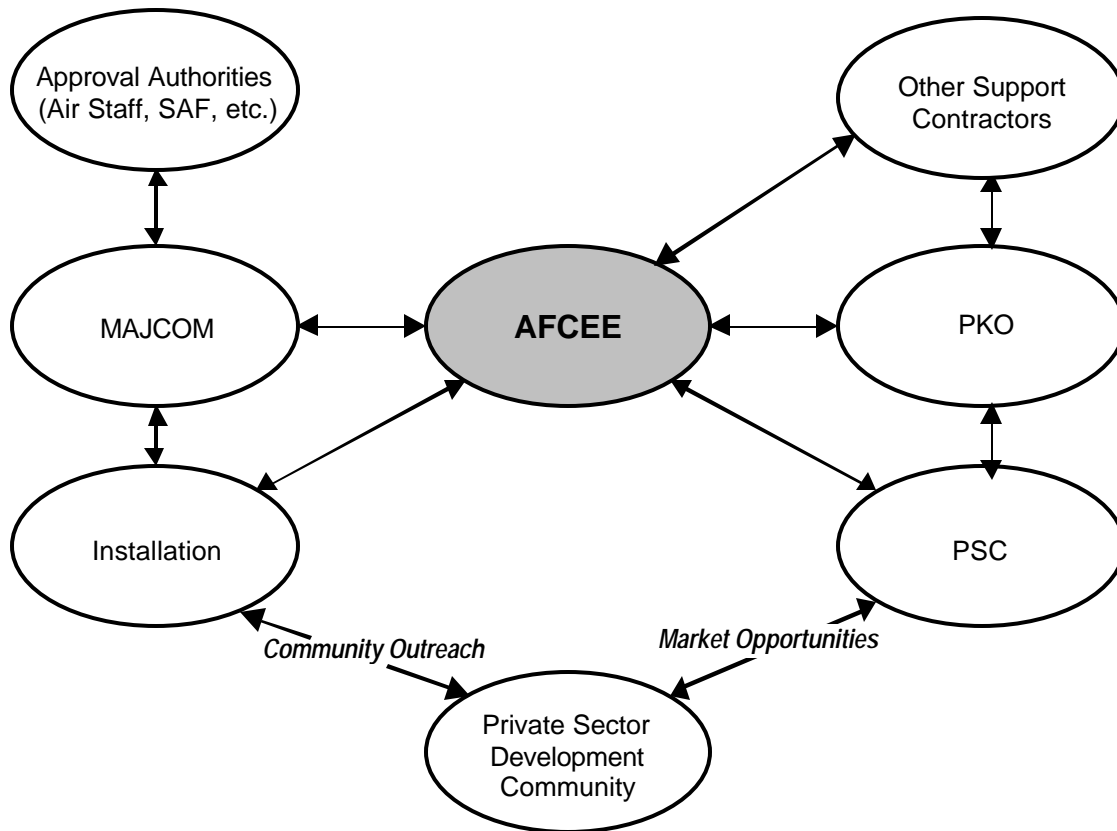
- Supports the installation throughout the process including site visits, development and submission of project information and plans, determining and reporting schedule and progress to Air Staff, obtaining authorities to advertise and award, and resolving conflicts.
 - Responsible for validating proposed scope of work and the installation's housing requirements to include obtaining sufficient programming funding to execute the privatization project and coordinating review for Air Force approval.
 - Provides personnel, as required, and participates in project development and reviews of document submittals including the formation of an Integrated Process Team (IPT) to assist in all of the activities required to prepare the project for a successful execution; chairs the command IPT.
 - Provides support and guidance, as necessary, to the installation during and after project award.
 - Responsible for obtaining appropriate approvals with Air Staff, SAF, and DoD housing privatization functions including project briefings. The HQ AFSPC/CV is the official Selection Authority for selecting the developer.
- Buckley Air Force Base. The installation is involved in all aspects of the project development and approval from up-front identification of the requirements and back-end oversight of the housing developer. The installation civil engineer, using established policy and procedures, identifies and validates housing project requirements and submits project requests.
 - Responsible for identifying housing deficiencies, current requirements and the planned scope of the housing project including environmental and real estate documents/instruments;
 - Identifies functional and technical project requirements, including housing unit types, grade mix, renovation/new construction requirements, utility requirements, topographic and geotechnical data, asbestos/lead based paint information, and local environmental policies;
 - Responsible for hosting site visits, providing necessary information in a timely manner, and participating in all document reviews and program decisions, and supporting the Command in preparing for and obtaining approval of project documents;
 - Establishes a base IPT that conducts and provides technical reviews in all phases of the privatization process and participates in all program decisions;
 - Ensures sufficient resources are available for the management of privatized housing programs by validating housing requirements, Basic Allowance for Housing (BAH), and supplemental utility allowance payments made for privatized housing;
 - Provides project management support for the term of the agreement once a project is programmed
 - Responsible for a plan to handle or oversee the post-acquisition aspects of this program; and
 - Responsible for coordinating various aspects of the project among installation functions and installation senior management

4.0 ROLE OF THE PSC

The PSC is a private-sector firm with financial and real estate marketing/developer expertise, tasked to assist the Air Force and AFCEE in providing expertise in private-sector financial, legal, and real estate investment and development, using the Military Housing Privatization Initiative (MHPI) authorities. More specifically, PSC services are described in the Statement of Objectives for Technical Assistance under contract number F41622-01-D-0006, at Brooks AFB, TX, and provided in Appendix D, PSC Statement of Objectives. The PSC services for this project include but are not limited to the following:

- Prepare all aspects of this solicitation addressing the requirements for new military housing at Buckley, subject to Air Force review and approval
- Review/finalize the draft RFP and develop an Execution Plan
- Solicit multiple potential developers and, through open competition, objectively review, assess, and evaluate respective proposals in terms of identified Air Force project objectives and in accordance with the approved Execution Plan
- Develop and present formal briefings of proposal evaluation results, streamlining the best value determination to be made by the Air Force
- Prepare, and assist in the closing of the real estate transaction with the financing institutions and the developer following Air Staff and Office of the Secretary of Defense (OSD) approval. The transaction will be considered complete when the lease, operating agreement, and all loan instruments are executed between the Government and the developer/financier
- Provide the AFCEE/PM all copies on all communication between the PSC and other AF agencies

Although the PSC will be tasked to support the MAJCOM, the PSC will be under contract by and report to AFCEE. Exhibit 4.1, Lines of Communication, depicts the formal lines of communication among the various Air Force and private sector participants in the housing privatization project. Of particular note is that all formal communication between the Air Force and the PSC is to be through AFCEE or the contracting office (311 HSW/PKO).

Exhibit 4.1 Lines of Communication

5.0 DECISION MILESTONES

This section summarizes the key decision milestones for obtaining privatized housing at Buckley AFB. These milestones are a combination of DoD and Air Force required approvals and interim decisions that are part of AFCEE's execution process. The milestones are identified in Exhibit 5.1, Decision Milestones.

Exhibit 5.1 Decision Milestones

| Phase | Decision Milestones | Approval Authorities |
|------------------------------------|---------------------------------|-------------------------------|
| Phase I Project Identification | Validate FHMP | COMPLETE |
| | Select AFCEE as Executive Agent | COMPLETE |
| Phase II Project Definition | Approve Execution Plan | AFCEE, SPC/CEC |
| | Approve Project Concept | Base, SPC, AF ESG, DUSD(I) |
| Phase III A Developer Selection | Approve Competition Plan | AFCEE, SPC/CV |
| | Approve Final RFP | Base, SPC, AF ESG, DUSD(I) |
| | Select Developer | SPC/CV, AF ESG, DUSD(I) |
| Phase III B Transaction Closure | Close transaction | SAF/MII |
| Project IV Project Management | Approve Design and Construction | Buckley, SPC |
| | Terminate/Renew project | Buckley, SPC, AF ESG, DUSD(I) |

5.1 VALIDATE FHMP

HQ AFSPC's validation of the FHMP is the culmination of Phase I, although some Phase I activities may need to be revisited (e.g., updating a HCP).

5.2 SELECT AFCEE AS EXECUTIVE AGENT

Although Air Staff has requested that MAJCOM's use AFCEE as the execution agent for housing privatization projects, AFCEE will not begin work on a project until the MAJCOM officially request AFCEE to do so.

5.3 APPROVE EXECUTION PLAN

The PSC's first significant task will be to develop an Execution Plan. In this Plan, the PSC will delineate its plan for executing the remainder of this project. A significant part of the Execution Plan will be the Competition Plan (CP), in which the PSC will detail its methodology for awarding in the most expeditious manner possible, ensuring competition, working with potential offerors, and assessing proposals. This document will significantly impact the remainder of the process so the HQ AFSPC and Buckley will ensure their respective leaderships are satisfied with the planned approach.

5.4 APPROVE PROJECT CONCEPT

NA. Completed.

5.5 APPROVE COMPETITION PLAN

A Competition Plan will be drafted by the PSC, coordinated with the AST, and approved by the MAJCOM/CV and/or SA. This document will detail the methodology and personnel the PSC will use in carrying out their solicitation and proposal assessment responsibilities.

5.6 APPROVE FINAL RFP

The PSC will develop Draft and Final versions of the project concept and RFP, and will assist the Air Force in obtaining reviews and approvals throughout this process. AFCEE will facilitate project document review into its schedule to provide the PSC with an opportunity to draft, revise and finalize the RFP, incorporating comments generated by the Base, MAJCOM, AF or higher. It is important that the PSC understand and accept the project concept and documents for which it will be responsible for marketing to industry and upon which industry will be submitting proposals.

5.7 SELECT DEVELOPER

Delegation of Selection Authority. SAF/MII is expected to delegate authority to the HQ AFSPC/CC to solicit, evaluate, select and negotiate final agreements with an Offeror for final selection with respect to military housing privatization at Buckley AFB, CO. SAF/MII is expected to further authorize re-delegation of this authority to HQ AFSPC/CV in turn is expected to be designated as the Selection Authority (SA) for this project. The Deputy Under Secretary of Defense (Installations) has retained authority to approve the final lease agreement. Therefore, SAF/MII has retained the authority to approve the selection of an Offeror and to sign the final Ground Lease agreement on behalf of the Air Force.

Selection Methodology. This project will utilize a streamlined, non-FAR (not governed by the Federal Acquisition Regulations), “best value” solicitation strategy that encourages maximum flexibility in proposal development within parameters. The “best value” determination will be based on an integrated assessment of technical and financial strategy/business plan factors, proposal risk and cost to the Government for subsidized financing, as identified in the PSC developed and Air Force approved Competition Plan (CP).

Acquisition Support Team. This process anticipates using an Acquisition Support Team (AST) that will draw upon the expertise available through existing AFCEE, MAJCOM, and Base Integrated Process Teams (IPT). Although the PSC will be responsible for the majority of technical and other assessments of the proposals, the AST will be charged with overseeing the PSC’s work, validating the results of the assessment, and making recommendations to the MAJCOM/CV. The AST is the decision authority for the government, an inherently governmental function. In order for the AST to make an informed decision, the AST members must be intimately familiar with the contents of the proposals. The role of the AST is analogous to that of a source selection evaluation team; however, the AST’s evaluation will consider the assessment performed by the PSC.

AFCEE is tasked with primary responsibility for managing the selection of the housing developer. The AST will be utilized to carefully oversee the work of the PSC and present appropriate decision briefings to senior AF leadership. In addition, the AST will be responsible for ensuring the final RFP is ready for release and overseeing community forums such as the industry forum or pre-proposal conference.

The AST will be led by the AFCEE PM with the full-time participation of the MAJCOM and Base PMs or representatives and technical and other specialized advisors as needed. Typically, those individuals who played a key role during concept and RFP development also serve on the AST. The AST team leader will provide letters of appointment to AST members.

5.8 CLOSE TRANSACTION

The PSC will manage all tasks to close the deal. This action may include, if so directed by the Government, preparing all Government contract documents necessary to close the deal with the financing institutions and the developer. The deal will be considered complete when the lease and all loan instruments are executed between the Government and the developer/financier. Specific PSC responsibilities during the deal closure process are as follows:

- Notify Successful developer/financier and resolve administrative details
- Finalize Lease, Quitclaim Deed, Use Agreement, etc.
- Signing of Lease, Quitclaim Deed, Use Agreement, etc.
- Distribute Documents

5.9 APPROVE DESIGN AND CONSTRUCTION

Applies only if AFCEE and/or PSC involvement occurs post-closing (ie – Title II services).

5.10 RENEW/TERMINATE PROJECT

At the end of the developer's lease and/or operating agreement, the Air Force will need to decide whether to renew or terminate the project. The Air Force has not established criteria or a process for this decision; however, it will likely be similar to the analysis applied to developing a project concept during Phase II, Project Definition.

APPENDIX A - PDT ROSTER

| NAME | ORGANIZATON | TITLE | PHONE | E-MAIL |
|----------------------------|---------------|------------------------------------|--------------|--|
| PRIMARY PDT MEMBERS | | | | |
| Mr Jason Johnson | AFCEE/DCP | AFCEE PM | DSN 240-8067 | Jason.johnson@brooks.af.mil |
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| Msgt Jimenez | 460 CES/CEH | Base Housing Manger/ Base PM | DSN 877-6306 | Martin.jimenez@buckley.af.mil |
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| Capt Gina Simonson | 460 ABW/JA | Base Judge Advocate | DSN 877-6022 | gina.simonson@buckley.af.mil |
| Ms Susan Bowman | HQ AFSPC/JA | MAJCOM Judge Advocate | DSN 692-3844 | Susan.bowman@peterson.af.mil |
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| Ms. Victoria Bailey | 460 ABW/FMA | Financial Manager | DSN 877-6420 | victoria.bailey@buckley.af.mil |
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| SECONDARY PDT MEMBERS | |
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APPENDIX B - AST ROSTER

| NAME | ORGANIZATON | TITLE | PHONE | E-MAIL |
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| Ms Beatrice Fuller | 460 CONS/LGC | Base Contracting | DSN 877-6792 | |
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| NAME | ORGANIZATON | TITLE | PHONE | E-MAIL |
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| Ms Susan Bowman | HQ AFSPC/JA | MAJCOM Judge Advocate | DSN 692-3844 | Susan.bowman@peterson.af.mil |
| Mr Larry Hagan | AFCEE/PKOA | AFCEE Contracting | DSN 240-8783 | Larry.Hagan@brooks.af.mil |
| Mr Gordon Tanner | AFCEE/DCP | AFCEE Legal Advisor | DSN 240-8174 | Gordon.tanner@brooks.af.mil |
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